

# **Greyhound Bus-Terminal: Analysis of Options for the Winnipeg Downtown Terminal**

## **Final Report**

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**Prepared for the University of Winnipeg  
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The Institute of Urban Studies is an independent research arm of the University of Winnipeg. Since 1969, the IUS has been both an academic and an applied research centre, committed to examining urban development issues in a broad, non-partisan manner. The Institute examines inner city, environmental, Aboriginal and community development issues. In addition to its ongoing involvement in research, IUS brings in visiting scholars, hosts workshops, seminars and conferences, and acts in partnership with other organizations in the community to effect positive change.

## 1.0 Introduction

This report examines the Greyhound Bus terminal and its proximal relationship to the University of Winnipeg and the remainder of downtown. The purpose of the report is to focus on key issues such as zoning, urban design, and environmental concerns. It also recognizes that discussions are presently underway to create a multimodal passenger terminal (or MPT) at the airport, that would likely include intercity bus service.

As a neighbourhood stakeholder, the University of Winnipeg has an interest in what direction the bus terminal site is taken in; but in a larger sense, the University of Winnipeg is becoming a major contributor to the redevelopment of downtown. Therefore this report considers not only the perspective of the University of Winnipeg, but also the extent to which such redevelopment would meet the transportation needs of Winnipeg residents.

### 1.1 Purpose of Report

This report reviews relevant aspects of the current location for the bus depot and assess issues related to the potential relocation of the facility to the new airport terminal, as part of a possible Multimodal Passenger Terminal. The analysis will be contextualized by undertaking the following steps:

- a brief literature review of multi-modal passenger and freight terminals
- a comparison of locational attributes of intercity bus terminals in Canada;
- a brief demographic profile of the area surrounding the Winnipeg Intercity Bus Terminal;
- a SWOT (Strength Weakness Opportunity Threat) analysis; and
- a discussion of the benefits of multimodal passenger terminals. The report concludes with recommendations.

## 2.0 Multi modal Passenger Terminals

### 2.1 Introduction

With the ever-increasing mobility of populations and the growth of the travel industry, the infrastructure needed to support activity has strained to keep up with demand. According to Bockstael-Blok (2001), managing mobility growth of passenger travel and shipping of goods is seen as challenges in many Western countries. Adjusting to and ameliorating the economic and social impacts of this growth has become of great importance to both cities and nations. One way to adjust to and accommodate such growth is to create multimodal transportation systems (Bockstael-Blok, 2001).

Multimodal Passenger Terminals (MPTs) are defined as “transportation centres where several modes of transportation are physically and operationally integrated, usually under one roof” (Bell, 1988). Although MPTs are common in Europe, Canada only has one major MPT, the Vancouver Greyhound/VIA Rail passenger terminal. There are additional examples in some smaller communities, such as the Provincial Bus and Rail terminal in Kapuskasing Ontario that serves a population of fewer than 10,000.<sup>1</sup>

MPTs are distinguished from multimodal *freight* terminals which are widely used in many countries, including Canada. Multimodal Freight Terminals allow for easy transfer of goods from one form of transportation (i.e. sea vessel) to another (i.e. rail) or from truck to rail. It is also important to stress that bus transportation is increasingly including freight handling in their operations as a strategic revenue source. The blending of these two operations can be generally visualized by the increasing numbers of freight buggies that are pulled behind passenger buses.

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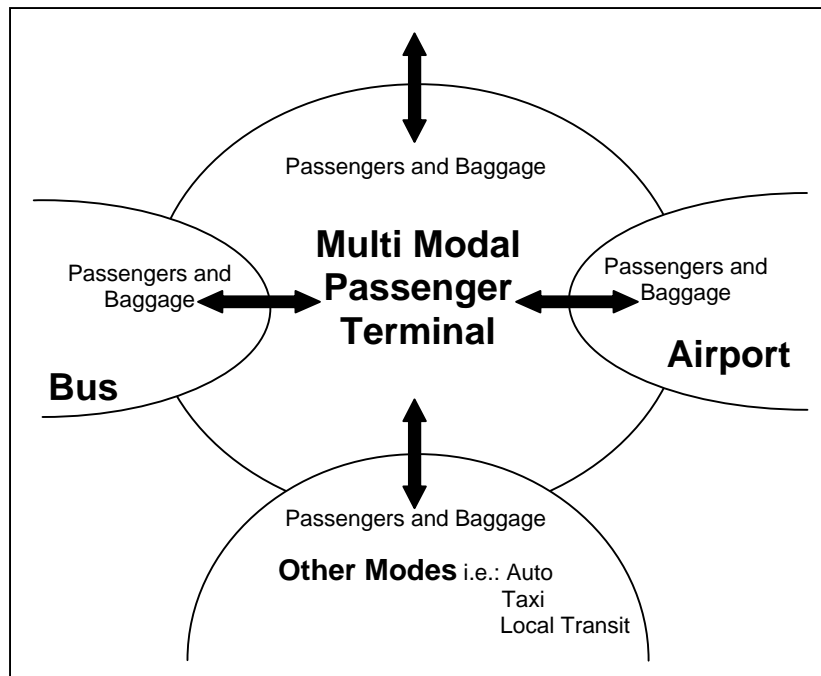
<sup>1</sup> Sargious and Thomson (1988) identify that the Town of Kapuskasing combined rail, intercity bus and an airport pre-boarding shuttle into one facility to reduce operation costs in 1977. It appears that the multimodal passenger terminal is still in operation today. See <http://www.town.kapuskasing.on.ca/tourism.html>.

The importance of a multimodal transportation infrastructure system is highlighted by *Fortune Magazine* ranking of “best metropolitan areas for business” (Rondinelli, 2001). In the magazine’s annual survey, executives from around the globe, when asked to name those attributes most essential to a good business environment, consistently identified multimodal transportation networks, terminals and other related infrastructure as critical (p. 3). With increasingly competitive business markets and growth in the globalization of services, moving goods and people takes a high priority with business leaders around the globe. To be competitive, some cities have embraced and developed multimodal transportation systems and have become efficient and economically sustainable in business.<sup>2</sup>

As noted multi modal passenger terminals (MPT) are an *integration* of multiple passenger transportation systems into one station. Bell (1988) indicated that there is limited research into MPTs in Canada and in addition, there are no policies to encourage their development (p.1). Notwithstanding a lack of policy, there have been attempts to create MPTs in various Canadian locations during the 1970’s and 1980’s, including cities such as Winnipeg, Calgary and Chatham (Ontario). The terminal proposals for Calgary and Chatham were abandoned due to major disagreements between carrier types (Bell, 1988; Sargious & Thomson, 1988). **Figure 1** is a schematic map adapted from Bell (1988) of MPTs which shows a physical connection between bus and airport. This schematic could include rail transportation and could be easily adapted for either multimodal freight terminals, or a combination passenger/freight terminal. Generally, multimodal terminals result in a reduction of operating costs as more than one transportation group is involved with daily expenses.

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<sup>2</sup> Dallas, Texas was voted #1 in *Fortune Magazine*’s best metropolitan area for business in 1999 because of their multimodal infrastructure. The air cargo centre is the worlds third busiest hub and the air transport moves over 60 million passengers each year. Connections in and out of the airport hub makes the city competitive and extremely efficient in the global market (Rondinelli, 2001).



**Figure 1:** Multi Modal Passenger Schematic. Source: Bell, 1988.

In general, MPTs are operated in **coordination** between carrier types, businesses and usually municipal or regional governments. MPTs have been in operation in Europe for decades, bringing together bus, rail, taxi and local public transit. Airports have been included as MPTs with direct shuttles from central terminals to airport terminals located on the edge of the city, and in some cases, pre-boarding and ticket sales are available off of the airport site (Sargious *et al.*, 1988). What is seen in the European context is primarily connections between ground transportation modes (rail, intercity bus, intracity bus/subway, taxi) being more integrated. This might include having multiple connections from key bus drop-off points to air terminals in the form of van or bus shuttles. For example, the Kapuskasing Travel Centre in Ontario has rail and intercity bus connected but uses pre-boarding and a shuttle bus to get to the airport, 3 km away.<sup>3</sup>

<sup>3</sup> Kapuskasing, Ontario is approximately 600 km east of Thunder Bay on Highway #11.

## 2.2 Advantages of MPTs

The literature on MPTs (see Bell [1988]); Sargious & Thompson [1988]) identify a number of advantages of municipalities using MPTs. First, there could be a rise in carrier profile which could result in the **image enhancement** of the carrier and an increase of public and political support. This image and support enhancement could have the residual result of increasing revenue while also improving employee moral. The second advantage identified in the literature is that there could be a **reduction of operating costs** through the centralization of services. Maintaining one building could be more cost-effective than maintaining multiple buildings, and combining ticket counters could result in more effective transfers between transportation modes. The economic savings of this reduction is estimated to be up to 20 percent, which would increase profits, increase employee wages, or result in the reduction of ticket prices.<sup>4</sup>

Another advantage could be **larger volumes of pedestrian traffic** in one location. This could lead into a need for further economic development of tertiary or secondary services such as restaurants, concessions and local public transit. Increasing the number and type of services would also mean more businesses contributing to the operating costs of the facility and increasing employment opportunities. The increase in pedestrian traffic could also lead to a positive perception of safety within the terminal.

A fourth advantage of creating an MPT would be an **improved schedule coordination** between air and ground transportation modes. Airlines that do not go to smaller communities (i.e. rural Manitoba) could coordinate arrivals with scheduled bus departures. Additionally, if an airline carrier knows of passengers requiring transfers and the airline is slightly delayed, it may be possible for the bus to have a short delay. This would also work in reverse with bus delays. Transferring baggage and cargo could also be handled efficiently from air to bus, potentially speeding up the transfer time.

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<sup>4</sup> This advantage in reducing operating costs could also see a disadvantage from laying off employees.

Finally, MPTs could be a ***selling point for investment into city businesses***. Showing national and international business communities that the city uses innovative and effective ways to get into, around, and out of the city could draw the investment into the city.

## 2.3 Disadvantages of MPTs

Like all business ventures, Bell (1988) and Sargious & Thompson (1988) have also indicated that these facilities have notable disadvantages in operating MPTs. The first being a ***reduction of routes from competition*** (i.e. intercity bus turning into a feeder role for rail passengers, resulting in elimination of bus services to various destinations). If passengers see the convenience of transferring between modes and a reduction in travel costs, there may be a reduction in a particular mode, thereby reducing services.<sup>5</sup>

Centralizing terminals may also ***reduce secondary services*** such as taxicab transfers. Although there may not be a large percentage of passengers transferring between bus, rail and air, there is still a demand. Removing this need will result in lost income for taxicab drivers.

As a potential result of a ***carrier turning into a feeder route*** this could also result in an increase in passenger fares. Sargious & Thompson (1988) explains this by “due to the bus carriers being relegated to a function of feeder for the main rail lines or if one of the carriers can’t compete on a particular route that route would be cancelled. Either way the result is a reduction in competition and the possibility of increased fares” (p. 7).

Another disadvantage is that ***businesses may be forced to relocate*** if one terminal moves to another, resulting in increased costs for the business which usually filters to

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<sup>5</sup> There could also be an advantage in this point. If an airline carrier sees that a high percent of passengers travel via air, then get on a bus to a smaller community that an airport large enough to accommodate large planes, the air carrier may add stops creating faster and convenient travel times. An example may be Westjet flying from Thunder Bay Ontario, stopping in Winnipeg and passengers needing a transfer to a bus going to Brandon. Unfortunately, this may lead to a reduction in services provided by smaller airline companies such as Bearskin and Perimeter Airlines and the additional competition for intercity bus routes.



the customer. This also applies to area businesses that rely on the carriers passengers. Finally, the ***consolidation of services may result in loss of jobs*** for support services (i.e. ticket agents and cleaners).

## 2.4 Importance of concentrating transportation services

Multimodal freight terminals have been impacted by the globalization of industry, manufacturing, and international trade which has resulted in a need for more efficient and economical way for shipping goods and passenger carriers (Janelle & Beuthe, 1997/9).

A few ways that globalization of trade have impacted the nature of transportation include (p. 201):

- longer and more customized transportation linkages;
- greater sensitivity to timing connections, arrivals and departures;
- expanded reliance on communication and computer networks;
- speed of movements and transactions; and
- standard equipment and procedures.

Janelle (1997) also argues that “the loading, unloading, transshipment, and setting up of cargoes are expensive and time-consuming operations, particularly if they depend on transport systems that were not designed for multimodal operations” (p. 203). In relation to shipping within Winnipeg, the individual carriers (i.e. Purolator) have an effective hub transferring cargo from air to ground, however these carriers are “third party shippers” for when products are shipped from corporate distribution centres to retailers/end users rather than from international manufacturers directly. With Greyhound not dealing with Air Cargo, transferring from bus to local delivery truck (for door-to-door service) is efficient at the small terminal located on Portage Avenue, thus resulting in a lower cost to the shipper. Janelle’s argument could be converted from freight to passenger transportation as there are the same concerns about timing, loading and unloading of passengers and luggage if multi transportation mode is required.

## 3.0 Site Audit

### 3.1 The Bus Terminal

The Winnipeg bus terminal is centrally located in Winnipeg, and is in close proximity to the Central Business District and high-rise office and commercial complexes. In fact, the bus terminal shares its complex with both a high-rise office building and a hotel. In addition to the adjacent Holiday Inn, there are a few smaller independent hotels within a short walking distance from the bus terminal.

Amenities for passengers in the building include a small convenience store, two restaurants (along with two “fast food” outlets), a hotel, and a large open passenger waiting area. These services provide for passengers taking the bus, hotel guests, employees in the area, and the local residents. If the terminal was to move, the services most likely to be affected would include the internal convenience store and the restaurant, as the only access to these businesses is through the terminal. It is also unlikely that these services would relocate to the new airport terminal as the level of services are expected to be greatly expanded.

The central location to drop off or pick up freight for Greyhound Courier Express is convenient, with the exception of the poor access to the site (detailed in Section 3.1.1). Freight can be dropped off during normal working hours at the Courier Express desk, or after hours at the passenger ticket sales desk, which make shipping freight via Greyhound very handy. Greyhound Courier Express also offers door-to-door service within Winnipeg.

### 3.2 Neighbourhood and downtown

The downtown area is comprised of a mix of uses, including residential, commercial, office, accommodation, transportation and educational institutes. **Figure 2** shows the basic land use patterns immediately surrounding the terminal. There are many post secondary and technical colleges in the area, including the University of Winnipeg, Red River College Downtown Campus and the University of Manitoba Continuing Education Downtown Campus (not shown).



The residential component in the area is a mix of single detached, three storey walk-ups and high-rise apartments. The few high-rise apartments available in the area generally cater to a higher income tax bracket, with the three storey walk-ups catering to the lower income bracket. There have been some recent infill condominium projects in the area, again generally serving the higher income group.

### 3.1.1 Access

Access to the site is gained through a number of ways. Private vehicle access is limited and awkward with access to the bus depot from southbound Colony Street as the north/south road is divided with a median. Vehicle access from Portage Avenue is rear entry behind the building on Balmoral Street and is convenient traveling west. Traveling east, vehicles must cross at a semi-controlled intersection, cutting across three or four lanes of traffic (four lanes during rush hour and three during off hours as one lane is designated parking – see



**Image 1:** Access from Westbound Portage Avenue. Image by: G Christopher.

**Image 1).**



**Image 2: Bus Stops** on Balmoral. Note the Greyhound bus stopped on the road in the Public Transit stopping area. Image by: G Christopher.

Winnipeg Public Transit has thirteen different public transit routes stop on Balmoral Street, including the free “Downtown Spirit” (see **Image 2**). Some of the buses that stop on Balmoral are on timed stops.<sup>6</sup> Balmoral Street is also a common university drop off point, and has street parking along with the access to the intercity bus terminal. Due to the nature of the road, Balmoral Street can be congested with passenger drop offs, public transit, and intercity buses throughout the week, especially in the mornings when incoming and outgoing

intercity buses mix with university students arriving by bus or car for morning classes.

From the rear of the building, congestion with respect to passenger and or freight drop off and pick can be seen. clearly in **Image 3**.

<sup>6</sup> Timed stops are built in flex points along the route where drivers can stretch, use facilities if available, or catch up to the route schedule if there have been delays along the way.

In addition to the thirteen buses that stop along Balmoral, there are approximately thirty different bus routes that stop within 500 metres of the bus depot, making access to the site quite simple and convenient using public transit. The major taxi companies in Winnipeg provide service to the bus depot. “Taxi stands” for exclusive use by Duffy’s Taxi are at the terminal and allow for up to four taxis to wait for pick-ups.



**Image 3:** Congestion in the Bus Terminal Parking Lot. Image G. Christopher



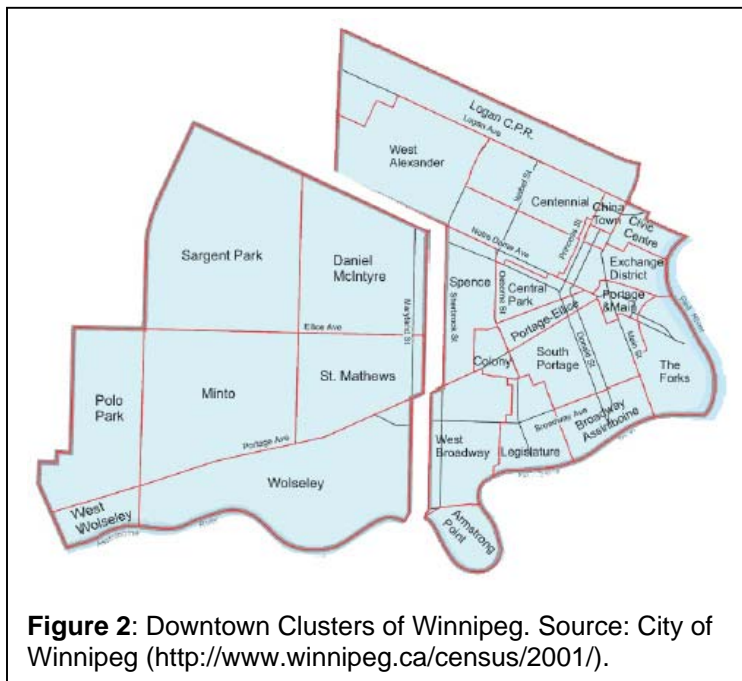
**Image 4:** Congestion on Balmoral. Image G. Christopher.

Free parking at the terminal is limited with approximately twenty stalls and during business hours these become congested for drop-offs, pick-ups, and package courier services (see **Image 4**). There are a number of parkades and metered street parking available within walking distance to the terminal with one parkade attached to the terminal complex.

Overall, the quality of access to the current bus terminal is varied. There are many issues that have been identified when driving to the site;

- vehicle access is poor and parking and pick-up/drop-off points are congested,
- congestions raises the issue of increased risk to pedestrian safety (including students).
- public transportation options are excellent with access both adjacent to the site and within easy walking distance.

### 3.2 Demographics





The City of Winnipeg identifies two “neighbourhood clusters” in the downtown area that are split between east and west with Sherbrook Street as the border between the two clusters (see **Figure 2**). East downtown has four neighbourhoods for which there are no demographic data as they have little, or no, population. These areas are The Forks, the Legislature, Portage and Main, and the Civic Centre. Overall, there are 28,840 residents in the east downtown cluster (Stats Canada, 2001). Populated neighbourhoods in the downtown comprise of 1.3 percent of the city land with 6.33 km<sup>2</sup>. The result is a population density of 4553 people per km<sup>2</sup>. In this cluster, there are over 7,800 apartment units in buildings with five or more storeys and over 5,000 apartment units in building less than five storeys. A number of these units are within a short distance from the bus terminal. There are 1,600 single detached houses in the east downtown neighbourhood cluster, primarily in West Alexander, Spence, West Broadway and Armstrong Point.

West downtown is the opposite with population statistics for the entire neighbourhood cluster. Mixed housing types are in each neighbourhood, along with a mix of land uses, including commercial, office, retail and light industrial and manufacturing. The west downtown cluster has a population of 35,500 people living in 8.76 km<sup>2</sup> resulting in a population density of 4,052 people per km<sup>2</sup>. Housing stock is primarily single detached houses, with over 9,000 units. Apartments comprise approximately 4,000 units combined (under five storeys and five or more storeys).

### 3.3 Relationship to the community

There is limited research, if any, about the general relationships of intercity bus terminals and the community. There are, however, some observations that can be made based on local conditions about the current location of the Winnipeg Greyhound/Greygoose bus depot. Although the terminal itself is not a visually impressive or inviting place, the site is well-used.



The close proximity of the Greyhound terminal to the University of Winnipeg makes it convenient for out of town students who live in campus residence to travel home, but presently this is a very small constituency. The distribution of, and statistics concerning, student housing indicates that there may be little need for the University to be located close to the bus terminal as the majority of the students are Winnipeg residents. For a further discussion on the potential need for the connection between the University of Winnipeg and the intercity bus, see the “Distribution of all U of W students by 2004/05 session address” in *Student Housing Overview: Assessing Issues & Potential Options* (IUS. September, 2005: p. 10). The apparent limited need to access intercity buses may not be the case in other cities. In some major North American cities there are central terminals off of campus locations, however there are secondary stops at university and college campuses, which may indicate a higher need for access to intercity transportation in alternate cities (see also Section 4 **Table 6** for a discussion on the locations of major Canadian cities and locations/proximities to post secondary institutes).<sup>7</sup>

**Table 1** shows a comparison between driving and taking public transit from selected locations within Winnipeg to the Bus Terminal and the Airport Terminal. The Winnipeg International Airport is included for comparison as there is currently major redevelopment on the site for a new passenger terminal. The other locations were randomly selected from a number of hubs within the city.<sup>8</sup>

As shown in **Table 1**, driving times from various points of the city are not significantly different between the bus terminal and the airport, however, the difference between the locations change the estimated taxicab fare significantly. There are also considerable differences in the travel times of public transit and the number of transfers required to travel to the two different sites. On average, public transit will take approximately twice

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<sup>7</sup> See Ottawa University; University of Maryland Eastern Shore; La Crosse University of Wisconsin; and the Grand Forks campus of the University of North Dakota.

<sup>8</sup> These locations were selected because there are high volumes of traffic (vehicle and pedestrian), direct access to public transit, and can be related to in terms of distances from the bus depot and airport. The limitation in doing this is that there is no evidence that Winnipeg residents depart from these location and that these hubs do not represent the entire geographic area of the city and public intracity transit access is not available in all locations of the city.

the amount of time to travel to the airport than the bus terminal, and with the exception of two city departure locations, most transit users will need to transfer one or more times to get to the airport compared to one bus to the bus terminal.

Although taxicab fares increase significantly between the two sites, it is important to note that the maximum estimated fare is slightly less than \$13 from the airport to the fringe of downtown (WIA to the University of Winnipeg). In contrast to Winnipeg, at least four of the seven other cities compared in **Table 6** have notably higher costs to travel from the airport to the downtown area by taxicab.<sup>9</sup>

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<sup>9</sup> Recent trips that IUS Staff have taken from the airport to downtown locations have paid taxi fares of \$75 in Toronto, \$55 in Montreal, \$35 in Calgary and \$30 in Ottawa. All of these fares are approximate and include gratuities.

**Table 1:** Comparison of travel distances and times<sup>10</sup> from selected City of Winnipeg locations to the Bus Terminal and the Winnipeg International Airport and by using public transit from the same locations.<sup>11</sup>

Departure Location	Driving Distance and Time to Bus Terminal	Taxicab Fare Estimate <sup>12</sup>	Driving Distance and Time to Airport	Taxicab Fare Estimate	Bus Times and number of buses to Bus Terminal	Bus Times and number of buses to Airport
St. Vital Mall	7.7 km; 11 minute drive time	\$12.86	18 km; 18 minute drive time	\$25.80	38 minutes total; 11 minute walking time, 0 wait time, one bus	62 minutes total; 9 minute walking time, 2 minutes wait time, two buses
Kildonan Place	7.9 km; 12 minute drive time	\$13.11	14.7 km; 21 minute drive time	\$21.66	31 minutes total; 6 minute walking time, 0 wait time, one bus	57 minutes total; 6 minute walking time, 6 minutes wait time, two buses
University of Manitoba	12 km; 17 minute drive time	\$18.27	18.5 km; 24 minute drive time	\$26.43	39 minutes total; 8 minute walking time, 0 wait time, one bus	64 minutes total; 7 minute walking time, 5 minutes wait time, two buses
University of Winnipeg	N/A	N/A	7.7 km; 10 minute drive time	\$12.86	N/A	30 minutes total; 8 minute walking time, 0 wait time, one buses
Unicity Mall	12.7 km; 16 minute drive time	\$19.14	11.9 km; 17 minute drive time	\$18.14	43 minutes total; 6 minute walking time, 0 wait time, one bus	58 minutes total; 6 minute walking time, 8 minute wait time, three buses.
Corner of Selkirk Ave and Main Street	3.5 km; 6 minute drive time	\$7.59	8.7 km; 13 minute drive time	\$14.12	19 minutes total; 3 minute walking time, 1 minute wait time, two buses	38 minutes total; 3 minute walking time, 0 wait time, one bus

<sup>10</sup> Travel distances and times are estimates from [www.mapblast.com](http://www.mapblast.com).

<sup>11</sup> Public Bus times were calculated using Navigo ([www.winnipegtransit.com](http://www.winnipegtransit.com)) departing after 9:00 am on Monday, August 28, 2006 (non-holiday). Times used were the closest times to the 9:00 am departure time and earliest arrival time.

It is worth noting that an American survey found that 62 percent of intercity bus passengers used a private vehicle to get dropped off or picked up from the terminal, while only 10 percent walk and 10 percent take public transit. The remainder of the respondents indicated that they use taxis (15 percent) or “other” means (1 percent) to get to and from bus terminals. Although no hard data was obtained, it was noted by one of the researchers that at various points of time in late August and early September 2006 that approximately half of intercity bus riders observed leaving the terminal building generally continued elsewhere on foot. Possible destinations could be the nearby residential units, other hotels a few blocks from the terminal, or the public transit stops on Portage or Graham Avenues.

The study also indicated that over 37 percent users travel more than 10 miles (16 kilometres) while over 18 percent travel less than one mile (1.6 km). The study found that over 46 percent of passengers travel between 1 to 10 miles (1.6 km to 16 km) to get to the bus terminal. In comparison to key locations in Winnipeg identified in **Table 1**, all six sites are within the 1 km to 16 km radius (see limitations in footnote 8 above). The airport, in contrast, falls outside the 16 km radius from two Winnipeg sites, the U of M and St. Vital Mall; Kildonan Place is almost at the edge with a distance of 15 km from the airport.

### 3.4 Environmental Considerations and Site remediation requirements

From a preliminary examination of remediation requirements from the Government of Manitoba, it would appear that, if the terminal building were to be vacated, no major remediation would be required to the site. While some oil products may be present from buses and other equipment, and exhaust fumes that may have seeped into the structure, it appears only superficial remediation would be required for the site to convert to other non-residential uses.

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<sup>12</sup> Taxicab Fare estimate is taking consideration of distance only with no wait time calculated from the minimum charges from The Manitoba Taxicab Board (<http://www.gov.mb.ca/tgs/taxicab/fares.html>). Prices include applicable taxes, but no gratuities.

The downtown location carries with it a hidden environmental and fiscal burden: In order to reduce the possibility of passenger injury, buses are required to refuel without passengers at the “repair barn” located on Logan Avenue 3 km away from the terminal. Added mileage under city driving conditions increases greenhouse gas emissions and causes unnecessary wear and tear on the buses, and these might be avoided if the terminal were relocated to the airport.

### 3.5 SWOT Analysis

Strength Weakness Opportunities Threats (SWOT) analysis is an important tool in conducting a site evaluation. The strength and weakness attributes are internal characteristics of the subject being studied. The opportunity and threats attributes relate to the external environment, often outside the control of those engaged in planning.

**Table 3** shows a SWOT Analysis of the current intercity bus terminal, **Table 4** shows a SWOT Analysis of a possible Multimodal Passenger Terminal located at the Winnipeg International Airport.

**Table 2:** SWOT Analysis of the current Bus Depot on Colony Street and Portage Avenue

Strength	Weakness	Opportunity	Threat
<p>+ central location to downtown</p> <p>+ public transit access</p> <p>+ access to Courier Express in a centrally located part of the city</p> <p>+ accessible for lower-income travellers concentrated in the inner city</p>	<p>- access to station awkward for motor vehicles, including intercity buses</p> <p>- poor parking and passenger drop off zones</p> <p>- high pedestrian traffic location and university drop off zone on Balmoral creates traffic back-up on Portage Avenue</p> <p>- fuel and maintenance depot not on location, adding empty bus trips and potential waste of fuel and work hours</p> <p>- poor sense of place identity (visually unimpressive building; Greyhound/ Greygoose sign obscure and hidden on Portage Avenue (see <b>Image 5a</b> and <b>5b</b>).</p>	<p>= create easier access to the site through removing parking on Balmoral, turn light from eastbound Portage to Balmoral, etc.</p> <p>= create multimodal transportation hub</p> <p>= improvement of the local transit system</p> <p>= improvement to the connectivity of multiple modes of transportation</p>	<p>⊗ Potential for pedestrian injury from high traffic and congestion on Balmoral Street</p> <p>⊗ rush hour traffic in and out of downtown interfering with intercity bus schedule</p> <p>⊗ negative perception of environmental impacts of idling of buses</p>



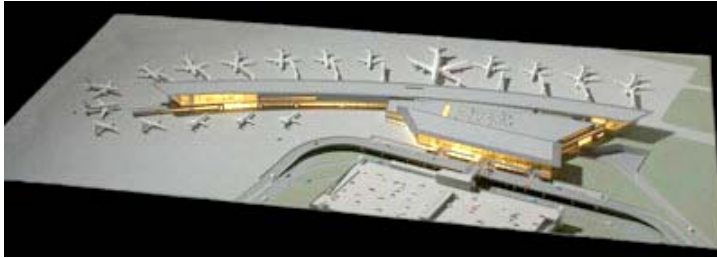
**Image 5a:** Hidden signage. Image G. Christopher.



**Image 5b:** Lack of visual identity. Image G. Christopher.

**Table 3:** SWOT Analysis of a potential relocation of the Bus terminal to a MPT at the airport.

Strength	Weakness	Opportunity	Threat
<p>+ one access point between multiple modes of intercity transportation</p> <p>+ easier connections between travel modes</p> <p>+ larger public parking area and larger pool of taxi services and vehicles available</p> <p>+ fuel and maintenance depot on location</p> <p>+ easier access by private vehicle than intercity bus and VIA rail terminals</p> <p>+ good scheduling of public transit to the site (arrivals and departures 3 times per hour Monday through Saturday and 2 buses per hour on Sunday with early and late night hours).</p>	<p>- not centrally located in Winnipeg</p> <p>- potential longer travel times by city bus</p> <p>- increase in cost of taxicab from most parts of the city</p> <p>- less accessible by foot, bicycle, and city bus</p> <p>- potential to reduce intercity bus users on layovers to visit downtown</p> <p>- requirement to conduct needs analysis on how often multiple transportation modes occur, potentially missing the opportunity to create a multimodal passenger terminal</p> <p>- only one public transit bus gives direct access to the airport site resulting in the requirement of transfers from one bus to another.</p>	<p>= create easier access location for private vehicle access</p> <p>= improvement of the local transit system to the airport and intercity bus</p> <p>+option to develop a shuttle bus industry that would be more economical than taxi and provide direct access to downtown hotels and hot spots.</p> <p>= potential to create a greater sense of place in a new location in an architecturally unique building (see <b>Image 6</b>).</p> <p>= improvement to the connectivity of multiple modes of transportation through consolidating transportation services in one facility</p> <p>= increase in the perception of safety with higher volumes of pedestrians</p> <p>= increase coordination between modes of freight shipping (ground to air)</p> <p>= could fit in with current airport redevelopment</p> <p>= opportunity for City, University of Winnipeg and other partners to redevelop current bus depot site</p>	<p>⊗ easier access to perceived competition between different carrier types (air/rail/bus) for long distance travel may put further strain on the intercity bus system</p> <p>⊗ competition from freight services, possibly increasing costs to ship via Greyhound</p> <p>⊗ potential loss of jobs through concentration of services</p> <p>⊗ unstable oil prices could make air transport much more expensive in the coming years, rendering an airport location less competitive</p>



**Image 6:** Model for the redevelopment of the airport .  
Source: <http://www.waa.ca/UserFiles/Image/model2.jpg>.

The SWOT analysis for the Bus and Air terminals identifies some key points for consideration if there is a next step in moving the intercity bus terminal.

As may be seen above, each site has some distinct advantages and disadvantages. Changing locations could create a better “sense of place” for the bus terminal, increase the perception of safety with more people in one terminal, and could give the City, University and other partners the opportunity to redevelop the bus terminal site. However, these advantages must be balanced by acknowledging that pedestrian access to the airport site is rather poor.

The perception that competition from alternate carriers would be a significant factor in either case should be approached with caution. Intercity bus within the province of Manitoba is far cheaper for travellers than using air, however intercity bus travel is comparable to the ticket prices for rail transportation (*VIA Rail Supersaver Fares* only). In addition to the perception that air travel is more economical in travel times, it is important to note that not all communities are serviced by air, and if small communities have airports, large airlines companies (i.e. Westjet and Air Canada) may not service the area.

Long distance travel is where savings come into effect, both in terms of money and time. **Table 5** shows comparisons of time and ticket prices between intercity bus, rail and air travel from Winnipeg to various locations. Obviously bus and rail times will be considerably longer for transportation than air transportation. Using VIA Rail is not as



flexible for departures as many destinations are not serviced, and only one train every two or three days is available for many destinations compared to air (multiple carriers throughout the day) and Greyhound (multiple departure times for many destinations).

**Table 4:** Selected destinations from Winnipeg for Bus, Air and Rail transportation

Destination	Bus Price <sup>13</sup>	Bus Time	Air Price <sup>14</sup>	Air Time	Rail Price <sup>15</sup>	Rail Time
Dauphin, MB	\$53.43	5hr 25min	\$111.70 (Perimeter Air)	1hr 15min	\$39.22	4hr 20min <sup>16</sup>
The Pas, MB	\$86.22	10hr	\$358.28 (Bearskin Airlines)	1hr	\$89.04	12hr 37min <sup>17</sup>
Thompson, MB	\$103.73	9hr 30min	\$302.81 (Bearskin Airlines)	1hr 50min	\$115.54	20hr 12min
Kenora, ON	\$38.99	2hr 45min	\$235.32 (Bearskin Airlines)	30min	N/A	N/A
Regina, SK	\$97.46	8hr 5min	\$134.27	1hr 15min	N/A	N/A
Saskatoon, SK	\$115.37	12hr 30min	\$134.27	1hr 29min	\$99.64	9hr 10min <sup>18</sup>
Thunder Bay, ON	\$122.77	10hr	\$134.27	1hr 15min	N/A	N/A
Toronto, ON	\$218.82	1 day 7hr 15min	\$166.07	2hr 25min	\$216.24	1day 6hr 35min
Calgary, AB	\$180.80	17h 50min	\$161.83	2hr	N/A	N/A

All locations identified in **Table 5** except Calgary and Toronto are more financially economical to travel to by intercity bus. Travel to alternate major urban centres will continue to be more economical to travel to using air over ground, however smaller communities are not always serviced by air, and if they are, the cost for air will be similar to those locations in Manitoba identified in **Table 5**. It is noteworthy that rail travel is cheaper and slightly quicker in most cases identified above than for bus travel, and cheaper than air travel. The exception is from Winnipeg to Thompson, with a significant addition of time over bus travel. Destinations are considerably limited in Canada for rail transportation, as is scheduled departure times, resulting in a need to

<sup>13</sup> Costs for bus from [www.greyhound.ca](http://www.greyhound.ca) include 13% taxes.

<sup>14</sup> Unless otherwise noted, costs for air from [www.westjet.com](http://www.westjet.com) include all taxes and charges. The prices from Westjet were identified on October 16, 2006 for travel on November 1, 2006. Lowest prices were selected, including online booking sales. Time does not include the recommended 1 to 2 hour check in time prior to departure.

<sup>15</sup> VIA Rail costs include taxes and are for the "Comfort Supersaver Fare" travel option. Prices are from [http://www.viarail.ca/en\\_index.html](http://www.viarail.ca/en_index.html).

<sup>16</sup> Train departs Winnipeg November 2, 2006 at 8:15 pm, arriving in Dauphin at 12:30 am on November 3, 2006. The return trip from Dauphin departs at 4:20 am arriving in Winnipeg at 8:40 am.

<sup>17</sup> Overnight trip, departing at 8:15 pm arriving at 8:50 am the next day.

<sup>18</sup> Train departs November 3, 2006 at 4:55 pm, arrives in Saskatoon at 2:05 am November 4, 2006.

carefully monitor required travel dates and departure/arrival times may be in the middle of the night as compared to the many alternate times for bus and air travel offer.

### 3.6 Airport Site Analysis

The Winnipeg International Airport (WIA) is located on the city's northwest surrounded by light industrial, commercial, residential and agricultural land uses. The WIA also shares use of the runways with 17 Wing of the Royal Canadian Air Force. Access to and from the site by private vehicle or taxi is reasonable, but unidirectional – the only public road access from is Wellington Avenue. Traveling north and west from the airport is simple on Route 90 and Hwy 1. Traveling south or east from the WIA to points beyond Winnipeg requires city driving and navigating multiple roads.

Access to the WIA by public transit is limited, with only one bus (#15 Mountain) stopping at the airport terminal. This route stops downtown enabling easy transfer from other routes servicing other parts of the city and travels to the airport. The bus arrives at the airport three times every hour weekdays from before 6:00 am through to 11:30 pm; three buses every hour from before 6:00 am to past 1:00 am Saturdays; and two buses from 7:00 am to 11:30 pm on Sundays. In addition to the #15 Mountain route, two other buses stop within 1 km from the terminal, but there are no sidewalks to travel the remaining distance.

As was noted above, while the present options for accessing the airport are limited to local transit, taxi and passenger cars, there is an opportunity to provide private shuttle bus service into the downtown and to key hotels and hotspots. This time of transportation is generally less expensive than taxi and offers a practical opportunity for connecting bus and air riders to downtown or other hot spots.

The residential component near the airport includes high-rise apartment complexes and single-family units. Housing stock ranges in quality and period of construction. South and west of the airport include old "Private Married Quarters" military housing, now

owned by the public. There is no direct access to the WIA terminal from the residential component other than from Wellington Avenue.

Small and large businesses alike use the airport site in the aviation and shipping industry. Purolator Courier and FedEx both have central sorting warehouses on site for air and ground shipping. Aerospace industries also have a large presence in the area with Perimeter Airlines (passenger, cargo, and maintenance), and Standard Aero (research, development and maintenance) being two of the larger industries on site.

Hotels in the area are plentiful, but have slightly higher prices than the city average due to the proximity to the airport. Airport/hotel shuttles are available at most hotels in the WIA area, and all provide for a multitude of uses (conference and banquet rooms with catering are available at most of the airport hotels). Pools and exercise centres are also a predominant feature for many of the airport area hotels providing for a restful layover if a connection between flight is required.

### 3.7 Summary

In terms of access, both the Winnipeg Bus Depot and the Winnipeg International Airport have their advantages and disadvantages. The Downtown Winnipeg Bus terminal is very accessible through public transportation and walking, whereas vehicle access can be congested, and inconvenient, especially in terms of quick drop-offs. On the reverse side, the WIA site has easier access by private vehicle and has a greater number of taxis available and is easier to get to north and westbound routes out of the city; public bus transit, although daily service is good, is only available through one bus route, and dedicated pedestrian/bicycle access is poor. However, there is opportunity in that many cities provide private shuttle service from the airport to downtown locations and hotels. For Winnipeg, such a shuttle service could provide convenient connections to the downtown at costs that are usually less-expensive than taxi.

## 4.0 Inter-city bus passenger and freight transportation

### 4.1 Location of bus terminals in other cities

In order to identify any potential benefits of moving the Winnipeg Bus Terminal to an alternate location within the city, it is important to identify how other cities are addressing multimodal transportation needs. **Table 6** compares Winnipeg's bus terminal with those of seven other Canadian cities in terms of current locations, alternate pick up points, and proximity to university or college post secondary institutes. The maps in **Figures 3 a to h** show the locations of the bus terminals within the selected cities, all of which are located in the central business district, or on the fringe of the CBD.

**Table 6:** Location of Inter City Bus Terminals in other Selected Major cities in Canada

City	Physical Location	Alternate Locations <sup>19</sup>	City	Main Depot Location	Multimodal Station	Proximity to Educational Setting
Vancouver	1150 Station Street	Vancouver Airport, many street pick-up points and in the greater Vancouver region		Downtown	Yes with VIA Rail	Under 2 km to Simon Fraser University Vancouver Campus; over 13 km away from University of BC
Calgary	877 Greyhound Way S.W.	Calgary International Airport and Calgary South		Downtown Edge	No	Not close to main campuses; U of Calgary and Mount Royal College have downtown campuses within 5 km of the terminal
Edmonton	10324 - 103rd Street	5723 - 104th Street, Edmonton International Airport, Edmonton South		Downtown Edge	No	Close to satellite Campus to Grant MacKewan College
Regina	2041 Hamilton Street	None listed		Downtown	No	4.5 km from main University of Regina Campus
Winnipeg	487 Portage Avenue	5 alternate locations including the Winnipeg International Airport		Downtown Edge	No	Same block of U of W, close proximity to U of M Continuing Education and Red River College Downtown Campus
Toronto	610 Bay Street	6 Alternate locations in Toronto including the Pearson International Airport, plus other locations in the Greater Toronto Region		Downtown	No	2km from U of Toronto, 2 blocks from Ryerson University
Ottawa	265 Catherine Street	9 alternate locations including Ottawa University		Downtown	No	3 km away from Carlton and has a pickup location at Ottawa University
Montreal	505 Boulevard de Maisonneuve Est	2 alternate locations		Downtown	No	Less than 3 km away from McGill; same block as Université du Québec À Montréal

<sup>19</sup> Some alternate locations for the bus pick up/drop off are only stops, no terminals or ticket sales counters are provided. Bus Schedules are not available at all locations with the exception of Main Terminals for most cases. Alternate locations are only available for certain direction of travel (i.e. Calgary Airport only picks up with buses travelling north to Edmonton and points in between and from the north. East-west routes do not stop at the airport).

Of the eight cities identified in **Table 6**, five have existing airport pickups. According to [www.greyhound.ca](http://www.greyhound.ca), four of these five locations have ticket desks, Winnipeg being the exception. However, not all alternate locations in all of the cities identified provide for ticket services; these are simply convenience stops. It is also important to mention that some drivers will stop anywhere along the route to let passengers off.<sup>20</sup>

In the eight major cities studied, all of the central bus terminals are located in the downtown area, with three (Winnipeg, Edmonton, and Calgary) being on the “edge” of what is considered the CBD. In addition, there are similarities of other cities to Winnipeg with the proximity of post-secondary institutes within close distance to campuses. Only the Regina and Ottawa bus terminals do not have university campuses nearby, however, the University of Ottawa has a designated pickup/drop-off point for Greyhound. Toronto’s main terminal is within 2 kilometers of the University of Toronto and across the street from Ryerson University. In Montreal, the Université du Québec À Montréal is located across the street from the bus terminal. The Greyhound terminal in Edmonton is also in close proximity to one of the satellite campuses of Grant MacKewan College. Simon Fraser University in Vancouver and Carlton University in Ottawa are also close to the bus terminal; Greyhound also has a stop at Ottawa University in the capital city. In addition to Canadian post secondary institute connected to the bus terminals, scanning the US website for Greyhound, it appears that there are many terminals located at university campuses.<sup>21</sup>

According to the websites for Greyhound USA and Greyhound Canada, many Canadian and American cities have multiple pick-up and drop-off points, with the main terminal situated in the downtown area. In the eight cities examined in Canada, only Regina has a single city stop. From a preliminary scan of addresses of US Greyhound Bus Depots and using Google Maps, in major US urban centres the main bus depots are generally

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<sup>20</sup> During a discussion with a semi-regular intercity bus user, it was noted that in Winnipeg, a bus driver can let passengers off as long as it is safe, and no access to the undercarriage storage is required. The bus, however, will not deviate from the defined route.

<sup>21</sup> Universities with terminals include University of Maryland Eastern Shore, La Crosse University of Wisconsin, and the Grand Forks campus of the University of North Dakota. Greyhound US stops without ticket services include California Polytechnic University, Storrs University of Connecticut, and Atlanta Georgia State University.

located in, or on the fringe of the central business district (CBD). Other locations in cities include airports and, at times, shopping malls in order to facilitate non-CBD pick-ups. In the other major Canadian cities examined there are no formal bus depots located within the airport facility, however all of the cities, except Regina and Montreal, have stops at the airport depending on the route (i.e. Calgary to northbound Alberta destinations have some stops at the airport, however east, west and south routes do not stop at the airport, and express services to Edmonton do not stop at the airport). This is similar to Winnipeg whereas westbound routes originating in Winnipeg and eastbound routes coming into Winnipeg stop at the airport, but not north, south or eastbound routes originating in Winnipeg. Although Greyhound does not have formal terminals at airports, Vancouver, Calgary, and Edmonton have ticket sales counters at the airports, while Winnipeg and Toronto do not.

It is interesting to note that in the eight cities identified, only Vancouver has a multimodal passenger terminal (Greyhound Intercity Bus and VIA Rail). Compared to US cities, there are a number of stops with drop-off and pick up points at Amtrak terminals.<sup>22</sup> Airport stops in US cities usually consist of non-serviced stops, meaning there are no ticket sales available; however, there are some US airport stops that have ticket sales counters.<sup>23</sup>

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<sup>22</sup> Most of the US Amtrak destinations are non-service stops with no ticket sales available. Exceptions include Seattle and Tacoma Washington terminals.

<sup>23</sup> It is undetermined whether these stops are actual multimodal passenger terminals or simply serviced stops similar to Calgary, Vancouver and Edmonton.



Figure 3a: Vancouver



Figure 3b: Calgary

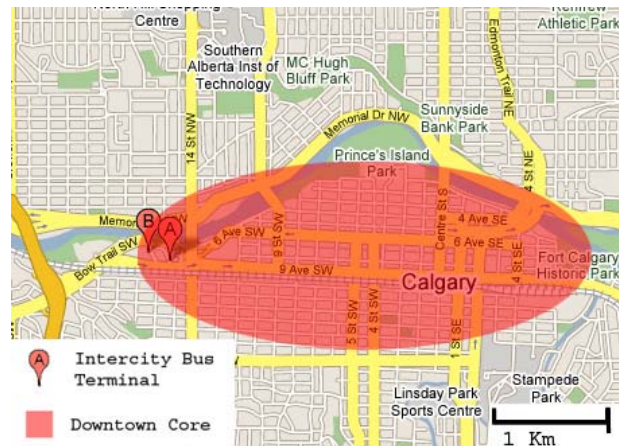




Figure 3e: Winnipeg



Figure 3f: Toronto



Figure 3g: Ottawa

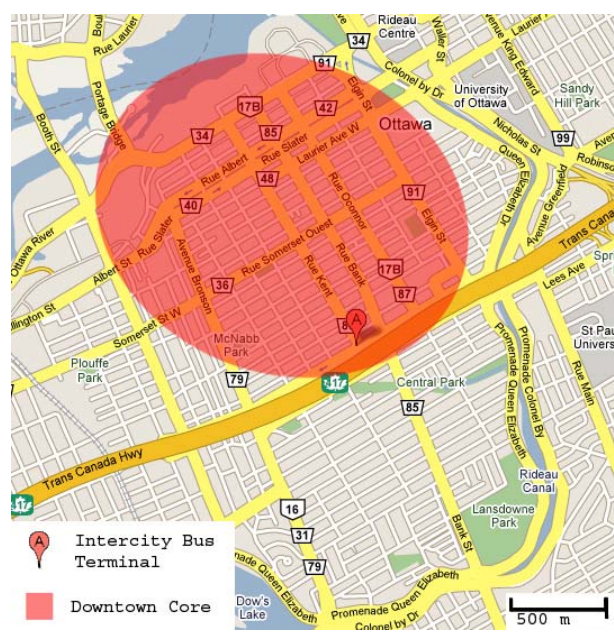


Figure 3h: Montreal



**Figure 3 e-h:** Maps of alternate locations of the Intercity Bus Terminal in eight Canadian Cities. Source: <http://www.google.ca/maps>.

#### 4.4 Inter-city freight

An economical way to ship freight in Canada is through Greyhound Courier Express Services. Greyhound freight within Canada is shipped exclusively by ground, resulting in a lower cost per piece for delivery. International destinations are available, and are shipped by air using partner shipping companies. Although Canadian shipping weight is restricted to 100 pounds per piece or less in Western Canada (75 pounds max in Ontario and east), shipping is convenient with central locations (all courier services are located at the main terminal) and door-to-door service is available for most larger urban locations in Canada.

For urgent package shipping, Greyhound Courier Express can only service a limited area, as such overnight or same day delivery is not available for longer distances (i.e. Winnipeg to Calgary), however Winnipeg to Brandon or Portage is available. Next Morning by 9:00 am delivery is possible for areas in Northwestern Ontario and parts of Saskatchewan are available from Winnipeg. This restriction is based upon the ground only shipping that Greyhound Courier Express provides. There was air shipping available within Canada, but this service was discontinued in May 2006. In the US, Greyhound Package Express (GPX) provides a multitude of services at a considerable lower rate than competition and uses partner companies for shipping, including air transportation.<sup>24</sup>

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<sup>24</sup> An example that GPX uses is shipping 5 packages totalling 100 pounds from Chicago to Indianapolis. GPX "Same-day delivery" costs \$137.94 (US) where as UPS "Sonic Air", which delivers 2 hours earlier, charges \$375.85 for the same packages.

#### 4.5 Intercity and Intra-city Passenger Terminal Links

In the eight cities studied, all central intercity bus terminals are connected to the intra city bus (public transit). None of the cities studied are directly connected to light rail or commuter transit (i.e. subway), however there are some instances in larger US cities that have connections between intercity bus and commuter rail transit (Amtrak).<sup>25</sup> In Canada, only the Calgary Bus terminal is close to the Light Rail Transit system, which is approximately 1 km away and not convenient to walk to with limited sidewalks and busy streets to navigate.

#### 5.0 Conclusion and Next Step

The findings in this report suggest that there are a four viable options for bus depot:

- Continue with the present operation of the terminal and courier service as is.
- Consider site improvements to current facility.
- Re-examine a multimodal station with Greyhound, VIA Rail and Winnipeg Transit at VIA rail station
- Create a multimodal (passenger and freight) transportation hub at the airport.

Doing “nothing” might involve addressing some of the issues raised above with minimal cost and site intervention (improved signage for instance), but the larger problems would remain. Alternatively, a second option is to undertake significant improvements to the existing site so as to improve access, identity and placemaking. This option would likely be expensive and result in a potential reduction in downtown parking if the renovations include removing or reducing the parkade above the terminal. This option is also highly constrained by the compact site which has limited opportunities to increase the overall footprint of the site.

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<sup>25</sup> Some US cities have multimodal stations with Amtrak and Greyhound. Examples include Los Angeles, Denver, Chicago, and Houston. These stations are only stops, rather than full service terminals. No ticket agents are available for the sale of tickets. See [www.greyhound.com](http://www.greyhound.com) “locations by state” web link.

A third option is to re-examine the current VIA rail depot as a multimodal station with Greyhound, VIA Rail and Winnipeg Transit. Creating a centralized terminal at the current VIA rail station would create the opportunity for a safer pedestrian environment, make connections with intercity and intra city buses easier and allow for creation of an identifiable place for the buses. This move would keep the bus terminal in the downtown context and there would still be easy access to public transportation. This location could also showcase The Forks National Historical Site, which is right next door. However, this site is also heavily constrained by space and has limited ability to accommodate buses on its present location.

The final option is to consider the feasibility of creating a true multimodal transportation hub at the airport. The airport location is presently undergoing redevelopment, which may represent an ideal opportunity to enhance intracity transportation modes within Winnipeg. As identified in the SWOT analysis in **Table 4**, there are a number of positive and negative components to moving the intercity terminal to the airport which will need to be addressed. An added benefit would be the relocation of the repair and fuel depot to the airport. This would save on mileage and unnecessary driving time, along with cutting unnecessary GHG emissions.

### 5.1 Next Steps for the University of Winnipeg

There appears to be two pathways for the University of Winnipeg to consider. The first relates to how the University of Winnipeg interfaces with the current bus depot. This includes simply continuing the present relationship through either a “status quo” approach or through improvements to the site in any number of ways. While improving the site might bring about positive change to the current situation, it will be limited by the constraints of the present site. The result will be that neither the University of Winnipeg or the Bus depot will achieve any significant improvement.

The second pathway for consideration is through the opportunities to gained through the relocation of the bus terminal and the redevelopment options that may become available that might include:

- Moving the shipping and receiving department of the University of Winnipeg from Spence Street to the terminal building on Balmoral.
- The incorporation of site into the Spence redevelopment plan
- Redeveloping the site to expand university classroom/office space.
- Using a redeveloped bus terminal building to connect the University of Winnipeg to the downtown through the skywalk system, possibly through the Rice portion of the building and then across to Investors or the Bay.

With respect to the first point, the University of Winnipeg could consider moving its shipping and receiving operations into a site that would have the capability of easily providing solid access for deliveries by using part of the existing bus bay or the facilities presently used for package drop off. Access to the growing University of Winnipeg campus would still be excellent.

The impact of this simple move could greatly open up Spence Street development options by freeing a large portion of the street for new uses. The “street front opportunities” on Spence could be dramatic and better complement the work to reface the Duckworth building with retail use. A glassed in loading bay could be used to transform the street and would be large enough to have a large lecture hall or some other publicly accessible space.

Changing the use of the existing bus terminal to other University space such as the expansion of class or office would continue to shift and grow the footprint of the University of Winnipeg. This could lead to creating a more compelling case for potentially offering a solid access route that would finally connect the University of Winnipeg into the downtown skywalk system.

It is important to note that the benefits emanating form a skywalk connection would be reciprocal in nature as not only would such a pathway allow the University’s 10,000 staff

and students to better access the services and supports of the downtown it would also give downtown residents and employees better access to the University. This positive relationship could be good for commerce and also in potentially drawing a greater share of seniors to classes in winter months as part of an expanded number of courses.

In closing, this report has highlighted potential benefits for a number of scenarios. But what is clear is the University of Winnipeg has many opportunities should the bus depot “depart” from its present location. However, relocation would come at a cost for some users and this would need to be supported by increasing access to the airport by bus or potentially through private shuttle service that could be convenient and effective.

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